the War in 1917. They had not built a single additional torpedo-boat to protect their own shipping. No steps were taken to increase the Army in numbers or effectiveness.

The failure of the German and Wilson Peace Notes brought no change in the President's attitude. Throughout the last weeks of 1916 and the month of January, 1917, omens were increasing that a ruthless intensification of the German submarine warfare was in prospect. Yet on 4th January, 1917, Colonel House records that Wilson declared to him :

" There will be no war. This country does not intend to become involved in this War."

" *There will be no war*" Refusal to contemplate the growing danger of being driven into war had become with him not an issue of fact but an article of religious faith.

On 22nd January, 1917, President Wilson made his famous " Peace without Victory " speech to Congress.

Dealing with his own peace move of December and its outcome, he developed in this speech his ideas as to the kind of peace settlement America would support. From first to last his speech contained no hint that America could possibly be drawn into the struggle. On the contrary, he suggested that while the conclusion of peace was not far away (" We are much nearer a definite discussion of the

" *Peace without Victory*".

peace which will end the present War "), it would be one in settling the terms of which the United States, as a non-combatant, would be able to take no part. " We shall have no voice," he declared, " in determining what those terms shall be."

He outlined the main principles of what he would regard as a desirable and lasting peace, on lines